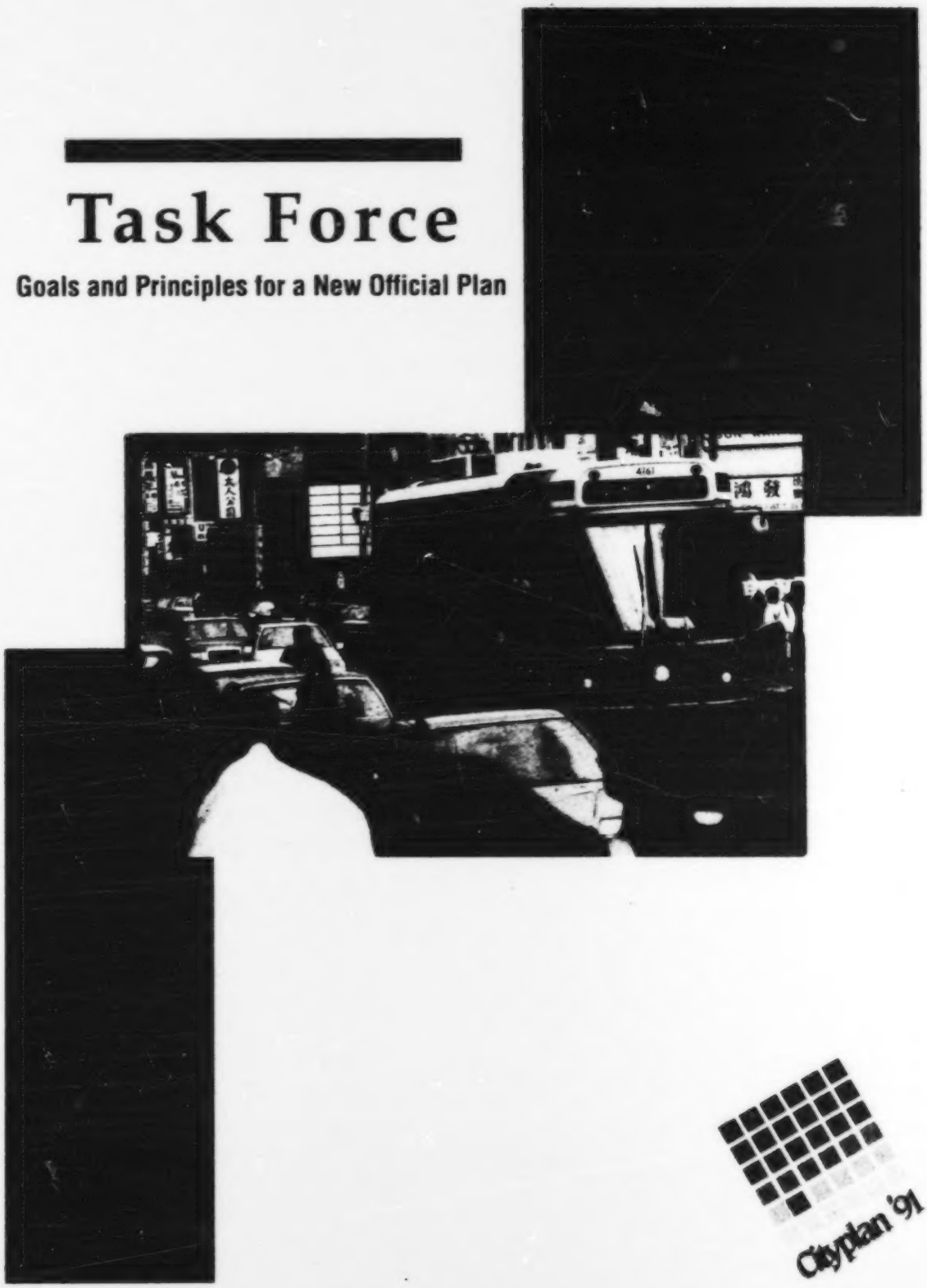
Task Force

Goals and Principles for a New Official Plan



Cityplan '91

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Prologue

Since May, 1989, a group of 40 Torontonians from many constituencies have met regularly to develop principles to provide framework for a new Official Plan for the Central Area. The new plan, in its final form, will be presented to City Council for approval some time in 1991.

Task Force members were appointed by City Council with advice from City Councillors, citizens' organizations and a variety of interested groups. The task Force then divided into smaller groups to discuss three themes important to the new City Council: quality of life, social equity, and managing growth. The subcommittee and task force reports are now ready for publication and discussion at public meetings across the City (schedule attached).

A number of challenging issues were debated by the committees: architecture and urban design; public transit and the private automobile; housing supply and the need for affordable housing; the role of artists in the City; the urgency of environmental protection; industrial lands policy, residential intensification and the challenge of achieving social equity in the City.

Given the range of interests represented by task force members, it is not surprising that not everyone concurred about everything. There were certainly sharp disagreements; but more striking was the consensus which emerged on most issues.

On behalf of City Council, we thank all members of the task force and others who helped to define a set of principles which reflect a high level of civic responsibility and a challenging social conscience. We respect the work that has been done and are grateful for the time, energy, and creativity that has been contributed voluntarily.

For a fuller sense of the variety of views presented during our meetings, consult the Compendium of Views report which, with all the other documents we have mentioned, are available at 75 Elizabeth Street or by telephoning 392-0068 or at the public libraries across the city.

Please plan to attend one of the public meetings organized to encourage public debate of the issues. We invite you to continue to participate in the creation of a new Official Plan for the Central Area. The Plan and its implementation are critical factors in the future quality of life for all citizens of Toronto.

Councillor Elizabeth Amer
Co-Chair
Cityplan '91 Task Force

Councillor Nadine Nowlan
Co-Chair
Cityplan '91 Task Force

Citizens working for a better Toronto: The Cityplan '91 Task Force *Photo: City of Toronto Archives (Peter Goodwin)*

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Report Overview

The City of Toronto is a very different place now than it was in 1976 when City Council enacted the Central Area Plan. Toronto has emerged as a significant financial centre on the national and world stage, which has altered the profiles of both the city's skyline and it's population. The cost of residential real estate has risen by over 300 per cent and home ownership has become an unattainable aspiration for many households who feel the pinch of rising rents. The disparities between the haves and have-nots in our city have become more visible. Growth in the Central Area has contributed to increased road congestion and lengthened peak hours. And perhaps most significant in the long-run, a fundamental shift in societal values has placed the quality of the natural environment at the forefront of people's concerns. City Council has initiated a major review of the plan for the City, and particularly the Central Area, to speak to these issues and to nurture the strengths and joys of our urban life as we approach the millennium.

City Council has attempted to set up a process that would allow as many citizens, communities and interest groups as possible to contribute their views and ideas to the plan review. To this end, an extensive outreach program has been developed and executed to solicit the citizenry's opinions through questionnaires, public meetings, written submissions and special events. The Cityplan 91 Task Force was appointed by Council to involve Torontonians from all walks of life in the plan preparation. The Task Force is made up of over 40 people, including municipal politicians, representatives of residents' associations, business associations, environmental groups, non-profit housing providers and members of a wide range of special interest groups. Since May 1989 the Task Force members have been meeting regularly to define the policy directions to be considered by staff in developing the plan. This document is a synthesis of the goals and principles identified by the Task Force and its three subcom-

Downtown Toronto 1948

Downtown Toronto 1964

Downtown Toronto 1988

mittees (Managing Growth, Quality of Life and Social Equity) which will provide that guidance. The full reports of the Task Force Sub-Committees are available from Ms. Rene Mina, the Task Force administrator (telephone 392-6745), or from the Cityplan '91 Office at 75 Elizabeth Street.

We wish to note at the outset, that the Task Force has spoken out on many issues, particularly on the matters of social equity, which lie beyond the traditional land use focus of municipal official plans. This is not a result of confusion or lack of focus. Rather it stems from a recognition that physical land use and development is inextricably linked with the social and economic forces that shape our everyday lives in the City. We have therefore not shied away from speaking out on issues of social equity or quality of life which cannot be approached merely with the blunt tools of zoning or official plan designations. We view Cityplan 91 as a strategic planning exercise in that it will allow us to examine the broad sweep of urban issues and direct matters to the proper channels where implementation through an Official Plan is not possible. Many of these issues may only be resolved through the legislative powers of higher levels of government. Where this is the case , a City of Toronto position can be taken and legislative changes can be requested from other levels of government.

A major theme woven throughout the deliberations of the Task Force is that the principle of social equity guide all discussions of policy. The Task Force therefore identified five basic urban rights which we should aspire to as both a framework for policy and a guide for our daily actions. These rights apply to all people in the City of Toronto, regardless of age, sex, race, ancestry creed, sexual orientation, colour, ethnic origin, place of origin, citizenship, family status, marital status, handicap or receipt of public assistance:

Social Equity

1. Housing

Every person living in Toronto has a right to an adequate, affordable and permanent home.

2. Community Services and Facilities

Every person living in Toronto has a right to equal access to high quality community services and facilities which help people improve their independence, economic self-sufficiency and personal development, as well as all other buildings, facilities, and services to which the public generally have access.

3. Employment and Income

Every person living in Toronto has the right to equal access to secure, quality employment which maximizes their skills and abilities and provides an income sufficient to live in the City of Toronto. Individuals who are unable to participate in the labour force have a right to an income sufficient to live in the City of Toronto.

4. Safety and Freedom from Discrimination

A safe city is a city where all people can safely use public spaces, day or night, where everyone has a safe home and, failing that, where there is a haven from which no one will be turned away. A safe city is a city which combats racist, sexist and other discriminatory acts and the attitudes and processes underlying such acts.

5. Community Empowerment

All residents of Toronto have the right to participate in the decision-making processes of local government which affect their housing, community, and workplace. The right to participate exists at all levels of policy and decision-making and includes, but is not limited to goal setting, policy development, program

development and program and policy implementation.

These urban rights are not rights in a legal sense, but are guides for civil civic behaviour to create an urban society where social equity truly exists.

Quality of Development and Environment

Our Task Force has also departed from historical modes of land use planning in the relative emphasis upon the quality of life and development, rather than relying upon traditional practices of predicting, quantifying and geographically targeting future growth. It is increasingly evident that the planet is in the midst of a deepening environmental crisis. All of the roots of the global ecological problems lie within local activities – a significant proportion of which take place in cities, and are manifested in local effects. In Toronto we have a lake that we cannot swim in, rivers that we cannot fish in, garbage that we have difficulty disposing of, and air which is befouled by automobile exhaust. Addressing the planetary crisis means changing the way we live in our cities. Cityplan '91 offers the residents of Toronto the opportunity to recognize that local and global problems are inextricably linked and that they can take responsibility to alleviate the crisis. It is about 'thinking globally and acting locally'. The policies in this document therefore stress remedial environmental action and the recognition of ecological soundness as an important

The 1991 Official Plan will place much greater emphasis on protecting the environment than any previous Official Plan
Photo: City of Toronto Archives (Peter Goodwin)

development criterion.

The Task Force has also taken the perspective of asking 'how?' as well as 'how much?' where sizeable development is concerned. Rather than becoming entirely focused upon density numbers, it is necessary to consider how those numbers are translated into the wind at our backs, the sun upon our face, the quiet joy of a lovely streetscape or the human satisfactions that flow on streets that are genuine social spaces. As well as reviewing permitted development densities, we have emphasized the need for revised plan to control the massing and heights of buildings in terms of light, wind and view impacts, and to consider the effects of development upon open space and street life.

Housing and Transportation

When the Task Force turned to the question of 'what?' development, the emphasis was upon re-affirming and reinforcing that the Central Area really is a neighbourhood where further residential growth should be encouraged. However, the construction of housing is not enough if that housing is beyond the financial reach of a majority of Toronto's residents. There is a need to maximize the amount of affordable housing that can be built, despite limited upper-tier funding. New avenues must be found to accomplish this and staff has been asked to begin this search. If affordable housing means social housing in our current market we must be careful to create these units in the midst of diverse neighbourhoods.

Residential growth in the Central Area is also one tool to limit the growth of automobile commuting engendered by increased employment in the Central Area and the Railway Lands in particular. Our Task Force, through

Providing affordable housing, such as this Cityhome development at Bathurst Quay, will be a primary objective of the Central Area Official Plan.

the transportation policies expressed in this document, is actively discouraging the use of the car in the Central Area while encouraging transit improvements not requiring major new infrastructure and improving cycling and pedestrian routes.

There is a logical and systematic connection between the growth, transportation and environmental policies being put forward in this report. By encouraging residential growth downtown we decrease the need for automobile commuting and thereby seek to lessen the major source of air pollution in the Central Area - auto emissions.

Employment and Industry

Our Task Force recognizes the central role of the commercial functions of the Central Area in the economic life the City and holds that the different commercial functions and their space needs must be accommodated in the Plan.

As well, the City must clearly identify lands to be retained for industrial use in order to discourage speculation and stabilize their use. In particular, the retention and promotion of the Port Industrial District as an area of industry should be an integral part of the City's economic development policy.

Heritage and the Arts

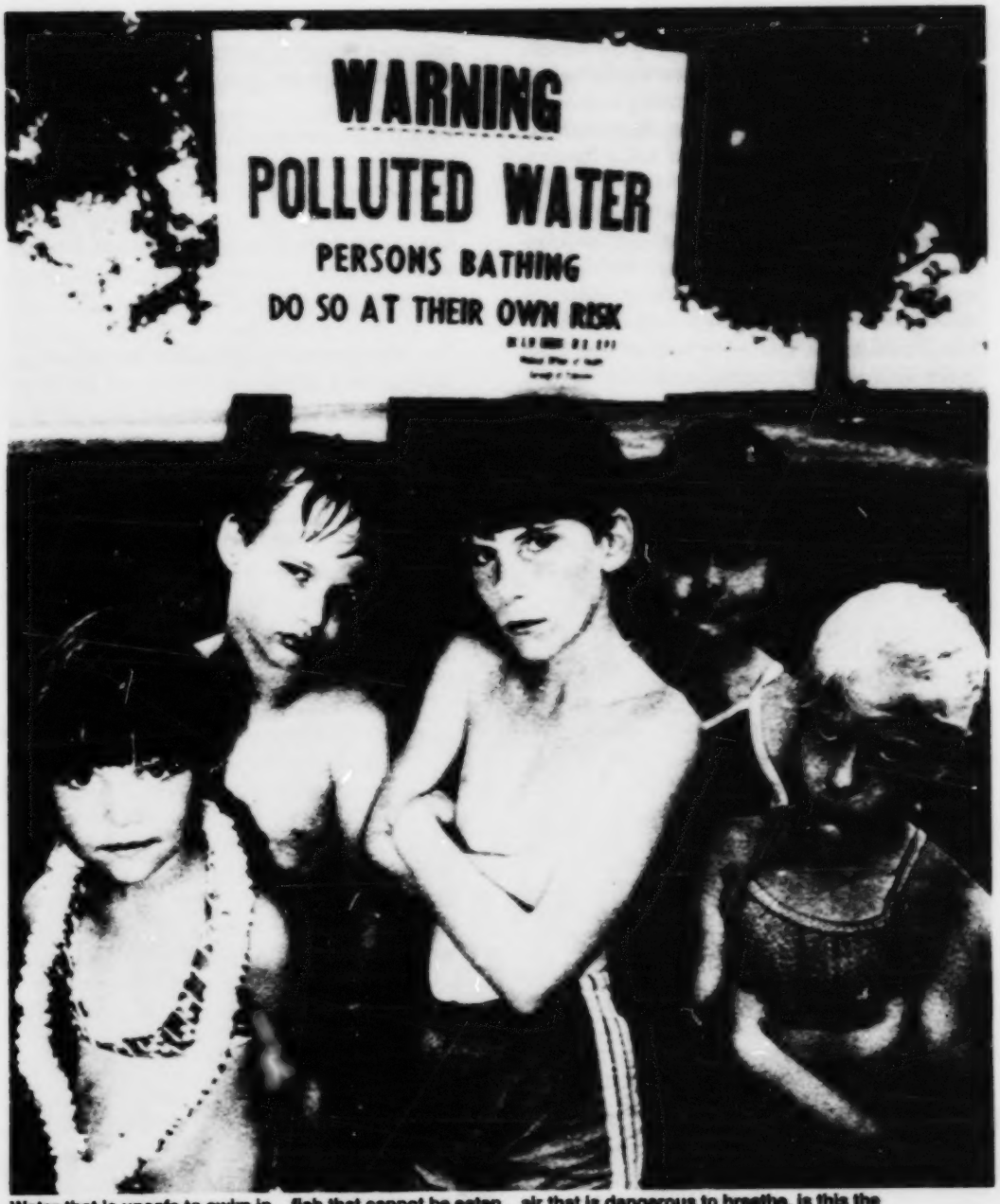
As Torontonians we also realize that it is the creative human spirit, not mere bricks and mortar, that gives a unique sense of place to a city and imparts a sense of civic identity and continuity to her residents.

There are buildings, monuments and streetscapes which are personal touchstones in our lives and which tie us back to previous generations, to where we have come from. We are therefore putting forward strengthened policies to identify, evaluate and preserve Toronto's built and natural heritage.

We can also understand how a piece of music, a painting, poem or drama can lift one's spirit. In a flourishing City, the arts provide the seed bed for dreams, ideas, excitement and education. The City is alive through its arts for, without them, the past would be forgotten and the present would be stale.

The need to create a city policy for the arts is imperative if Toronto is to improve and prosper. The arts are the soul of the City; they give the City its character.

Finally, in any long list of policy goals there inevitably lurk internal contradictions. For example it may be difficult to: advocate substantial residential growth; enough commercial growth to make development levies worthwhile; reduce car commuting and improve transit service – while simultaneously opposing new infrastructure improvements to public transit in the Central Area. Similarly a tension often arises between the desire to maximize social housing and the objective of creating diverse neighbourhoods. It is evident that there will be contradictions to be resolved and a need to make trade-offs between some of our objectives. We recognize that this is the way of the world. As this report goes out to the citizens of Toronto, and we receive your thoughts on the principles and policies we have set out, the directions of those choices will become clear.



Water that is unsafe to swim in... fish that cannot be eaten... air that is dangerous to breathe, is this the environmental legacy our children will inherit? *Photo: The Toronto Star (Brian Pickell)*

A. The Natural Environment

Through a well-articulated series of environmental proposals the Task Force wants to enable our citizens and government to take responsible local action and continue the healing process that City Council has already embarked upon in recent years. The Task Force wishes to see environmental concerns placed squarely at the heart of both development policies and the day-to-day actions of City Hall. Some of the proposals that follow can be addressed through the mechanism of the City's Official Plan, while others require special civic programs beyond the realm of planning instruments. We are aware that other policies are within the jurisdiction of other levels of government. Where this is the case we would encourage the City to promote these ideas to the higher levels of government.

The City should make every effort:

1. **To reduce the production and release of and exposure to unwanted pollution in the components of the natural environment (Air, Land and Water) by:**

   1.1 Reducing pollution from industrial/commercial development and
   - requiring all industrial/commercial developments to develop plans to reduce the discharge of contaminants/pollutants in water, air and land to the lowest level possible with best available technology;
   - establishing a restricted list of permitted industrial and commercial uses to prohibit such new activities as are likely to seriously contaminate land, air and water from locating within the City;
   - establishing restrictions upon air, water and soil point source contamination and total loadings and requiring all development, including as-of-right development to meet these requirements before approval;
   - establishing a municipal environmental impact assessment process to review certain classes of development proposals and identify appropriate amelioration. The municipal environmental impact assessment process will ensure such development is in compliance with other principles related to reducing pollution, rehabilitating contaminated land, minimizing the production of waste, and promoting energy efficiency.

   1.2 Reducing pollution from power generation activities and
   - requiring new energy producing facilities to be environmentally state-of-the-art to minimize pollution;
   - requiring new energy producing facilities to be located with regard to ambient thresholds of accumulated contaminant concentrations.

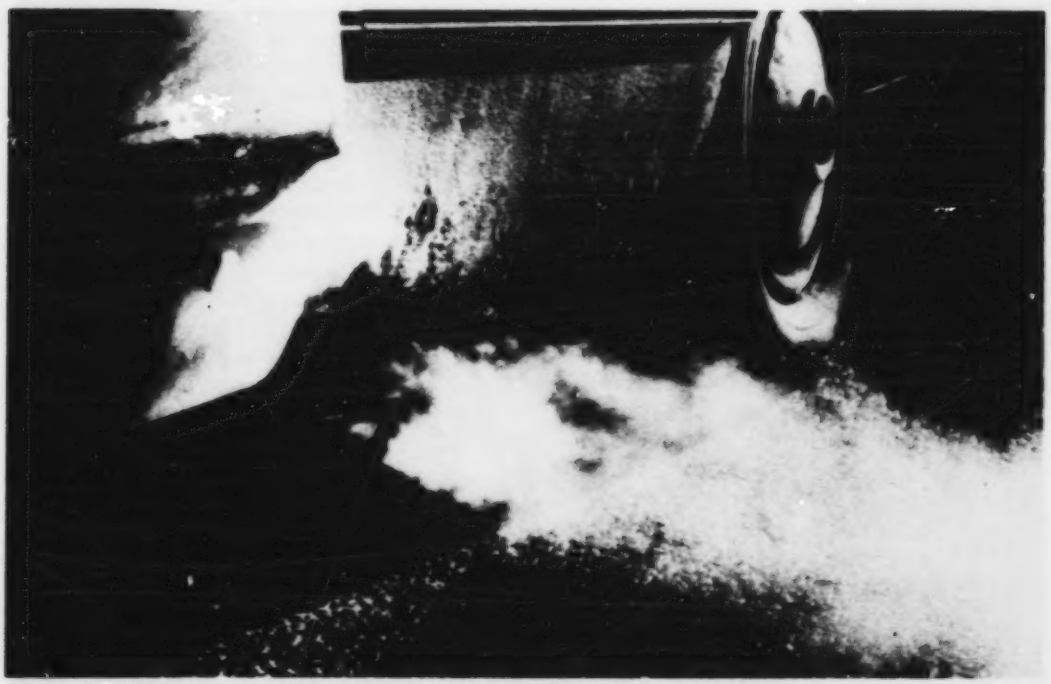
   1.3 Reducing air pollution from the transportation sector and
   - establishing public education programs and land use/transportation policies to: reduce car use and dependency; increase the relative use of transit, bicycles and walking; increase the occupancy of vehicles;
   - encouraging greater use of alternative clean fuels;
   - establishing automobile emission testing centres;
   - establishing anti-pollution tuning and conversion centres for private vehicles;
   - ensuring that all municipal vehicles are efficiently tuned and

equipped with state-of-the-art emission controls;
- encouraging the proximity of housing, workplaces, shopping and recreation through the zoning mix.

1.4 Reducing the contamination of our land and water base and
- restricting effluent from industry and municipal sewage treatment plants, preferably to approach zero discharge;
- discouraging the sale and use of household products that are detrimental to water quality;
- encouraging use of "Toxic Taxi", a toxic materials pick-up service, and other means to collect hazardous wastes from city households;
- educating the general public about hazardous household products and the effect of their release into the environment;
- encouraging land-contaminating manufacturing industries to clean up their sites and processes or relocate;
- establishing acceptable methods of reclamation and appropriate disposal of soil;
- establishing a city-wide master plan for soil and water remediation.

2. The City should use its powers to minimize the production of waste by:

2.1 Establishing "50 per cent of present"



Exhaust fumes from cars and trucks account for a majority of the air pollution in Toronto. Given the extent of this threat, the Official Plan will do everything possible to clean up tailpipes, however, auto emission controls are a federal responsibility. *Photo: Canapress Photo Service (Lynn Bell)*

as a target for waste reduction within the City by the year 2000.

2.2 Avoiding the production of hazardous wastes so as to avoid disposal problems.

2.3 Requiring the creation and submission of waste impact/management plans as part of the buildings approval process for new developments. The plan shall address strategies for waste reduction, re-use and recycling and must meet or exceed the City's targets for waste reduction.

2.4 Ensuring that all waste management facilities in new developments shall be versatile enough to allow for an increase or decrease in the number of materials to be recovered.

2.5 Requiring that businesses requiring approval (eg., food handlers) or licenses (eg. street vendors) from the City shall develop and submit waste impact/management plans as part of the approvals process. The plan shall address strategies for waste reduction, re-use, recycling and must meet or exceed the City's targets for overall waste reduction.

3. The City should use its plan review and taxation powers to encourage energy efficiency and conservation in the built environment by:

3.1 Requiring all new development to be energy efficient through the submission of plans to the Commissioner of Planning and Development and the Chief Building Official to encourage the maximization of energy efficient construction and management systems.

3.2 Evaluating the significance of any tax or other financial barriers to energy efficient retrofits of existing buildings, and propose methods to eliminate the barriers.

3.3 Encouraging an energy efficient orientation and design of buildings to maximize the use of passive solar energy and to minimize external surfaces.

4. The City could establish an ongoing system of environmental and ecological review of development by:

4.1 Establishing an ecological and environmental advisory committee to the Commissioner of Planning and Development of the City of Toronto, to act as an advocate for the natural environment within the City.

4.2 Establishing criteria towards identifying environmentally sensitive areas within the city and designating the appropriate areas.

4.3 Establishing an environmental database on a Geographic Information System (GIS) which will delineate environmentally sensitive areas, and sites where activities that are potentially environmentally hazardous have occurred or exist.

B. Housing

1. Council should promote further residential growth in the Central Area.

The Central Area is a place to live as well as a place to earn a living in 1990. Further residential growth in the Central Area must be promoted in order to: provide needed accommodation; maintain a vital central city both in the day and night;and, to increase the proportion of journeys-to-work taken on foot, cycle and public transit. Land should be designated in sufficient amounts and in appropriate densities to promote further residential growth.

2. The City should take any measures within its powers to address the need for affordable housing.

It is not enough to build housing that is beyond the financial reach of a majority of the city's residents. Housing must be regarded as a basic necessity and a building block of community rather than as just another commodity. A majority of housing to be constructed in the Central Area during the life of the 1991 plan should be affordable to the lower 60 per cent of income earners. The City staff should carry on further research about how to define 'affordable housing' in Toronto's housing market and to carry out a housing needs study to provide a basis for specific housing production targets for various need groups. The shelter problems of the homeless are the most pressing, and can only be resolved by building permanent homes not temporary beds.

3. The City should take an active positive approach to the provision of affordable housing.

In a real estate market that is very susceptible to speculative activity and international influences it is not sufficient to expand the general supply of housing and rely upon a 'trickle-down' effect to provide housing that is affordable to most residents.

The shelter needs of the City's homeless can only be addressed by building more permanent, affordable housing.
Photo: Globe and Mail (T. Szlukovenyi)

The site of the new Ataratiri neighbourhood, an active City approach to creating affordable housing.
Photo: City of Toronto Archives (P. Goodwin)

Rather the City should continue to work to produce and/or maintain affordable housing in creative ways such as: working with the non-profit co-op sector to produce limited equity co-ops on City-owned property; continuing a housing first policy on surplus City-owned lands and enshrining the City's rental housing protection policies within the Official Plan.

In the wake of limited upper-tier governmental funding of non-profit housing, it is imperative that new sources of obtaining land and funds for affordable housing be explored. In lieu of awarding density bonuses in exchange for land and funds for non-profit housing, the Task Force prefers approaches such as generalized development levies which could be applied to all significant developments rather than just those seeking density exceptions to the Official Plan.

4. **The City should strive towards the provision and integration of special needs housing.**

Citizens with special support needs are an integral part of our community and their residences should be integrated into new housing development throughout the City. We would suggest a guideline that 5 per cent of all major new housing projects be special housing units.

5. **The City should encourage accessible housing units.**

The City should encourage residential buildings where all units are accessible to those with special physical needs.

6. **The City should encourage housing diversity within neighbourhoods.**

In order to accommodate different life-cycle and income groups within the population, housing in each neighbourhood should be varied in terms of built form, density, tenure and design.

C. Transportation

As the development of the central core has continued traffic congestion has worsened considerably and the air has been increasingly befouled by automobile exhaust emissions. For both environmental reasons and to move efficiently through the central city, the City must adopt policies which will seriously discourage the unnecessary use of private automobiles in the Central Area. Our Task Force is suggesting the adoption of a Transportation Policy which will reduce use of the car and improve transit services, as well as pedestrian and cycling routes.

1. **The City should discourage public parking in the Central Area through measures that include the following:**

1.1 Increasing City Parking Authority Fees to the market rate in the Central Area and increasing rates to discourage all but brief use of the spaces.

1.2 Increasing parking meter fees in the

Existing transportation systems must be upgraded, if we are to improve mobility within the Central Area and attract greater numbers of residents downtown *Photo: Toronto Transit Commission*

Central Area to market levels and extending parking meter hours in selected areas to evenings and weekends.

1.3 Encouraging the Federal Government to remove 'Free Parking' from the list of non-taxable fringe benefits which employers may provide.

1.4 Considering a reduction in the required and permitted amount of parking for new developments in the Central Area.

2. **The City should seek ways to promote car pooling and other measures to increase the efficiency of private vehicle usage.**

3. **The City should use its powers to stimulate an increase in public transit use while fostering a safe, fast, inviting and accessible public transit system by:**

3.1 Giving public transit priority in traffic management in the Central Area through such measures as: separate bus lanes; separate street-car rights-of-way; transit priority at signalized intersections; and signal co-ordination on transit routes.

3.2 Emphasizing transit improvements which make use of existing infrastructure such as: the traffic management policies cited in 3.1; using reduced subway headways and using more trains during rush-hour; and further fare and service integration between the TTC and GO transit.

3.3 Further encouraging the trend of decentralization of office and employment growth within the region, by foregoing major Central Area transit infrastructure improvements in favour of improving transit infrastructure in existing and emerging regional subcentres in order to increase their appeal. One notable exception to this policy was a general support by members of the Task Force for the extension of the Harbourfront Light Rapid Transit line to the west of Spadina Avenue and the east of Bay Street.

3.4 Considering transit needs when major developments are being proposed in the Central Area. This would include: analyzing additional transit loads; physical access to transit stops; and, provision of shelter for those awaiting transit.

4. **The City should initiate improvements to the bicycle path system and facilities at journey's end for bicycle commuters by:**

4.1 Establishing bicycle-only lanes wherever road improvements and road repairs make it possible.

4.2 Securing bicycle parking at subway

Making City streets safer for cyclists, and raising public awareness of the convenience, health and economic benefits of commuter cycling will be goals of the 1991 Official Plan.
Photo: Toronto Cycling Committee (James Brown)

and GO stations to encourage combined bicycle/transit trips.

4.3 Requiring all new major office developments to provide secure bicycle parking and change rooms for bicycle commuters.

4.4 Introducing traffic 'calming' systems such as traffic mazes, discontinuous streets, malls, and car-free residential street designations to discourage the use of cars on residential streets and encourage alternative transportation modes such as walking and cycling.

5. The City should provide wider sidewalks, and more trees and street furniture to improve the pedestrian environment and encourage walking to work. In particular, pedestrian routes to the waterfront should be made more attractive and convenient.

D. Built Environment and Open Space

Our Task Force has departed from the traditional approach of dealing with anticipated built form through control mechanisms such as zoning densities. We have come to realize that these abstract density numbers only have significance in the manner in which they are translated upon the urban landscape. To be certain, some density numbers are required and have serious implications for built-form, employment and journey-to-work trip generation. However as well as considering permitted densities, our Task Force has stressed the importance of reviewing and controlling the heights and massing of buildings in terms of: light, wind and view impacts; effects on open space; effects on street life and streetscape; and ecological soundness.

1. The City should take steps to ensure that new buildings provide comfortable sun, light and wind conditions to adjacent streets and open spaces by:

1.1 Requiring shadow and wind studies for all major building proposals to establish a design that will reduce shadows and wind speeds to the maximum extent possible without foregoing good architecture. Wind reduction criteria and sunlight exposure requirements should be established according to aspect and street type.

1.2 Establishing sky view criteria for all high density areas.

1.3 Providing structural elements for rain and sun protection and developing criteria for their siting.

The size, shape and positioning of large developments will be carefully reviewed to reduce their negative impact on street-level winds, shadows and views
Photo: Toronto Star (T. Bock)

2. **The City should develop three dimensional mapping and modelling for the Central Area to aid in understanding the impacts of development proposals and to illustrate the built density and open space implications of the plan.**

3. **The City should take measures to create a vital and animated street life and attractive arterial streetscapes by:**

   3.1 Siting the access points of buildings and public use areas with prominent street frontage.

   3.2 Increasing both the quality and quantity of street seating and other street furniture.

   3.3 Providing generous pavement and sidewalk widths wherever possible.

   3.4 Promoting new buildings which use the street as social space through design of pedestrian flows, and feature ground floor uses which encourage social interaction, eg. shops, cafes, and public institutions.

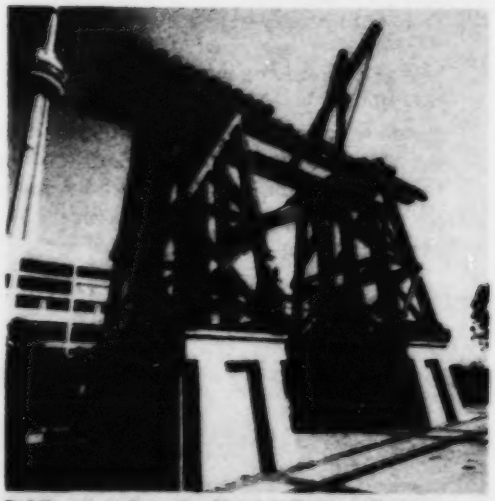
   3.5 Designing public spaces to provide physical and visual security.

   3.6 Ensuring that streets are well lit and that street lighting is at a pedestrian scale.

   3.7 Creating variety and choice in the Central Area through the development and maintenance of a variety of street types.

   3.8 Maintaining and reinforcing existing mid-block service lanes. On certain types of streets, eg. those with heavy pedestrian traffic, service access should not be permitted to break up the pavement/sidewalk.

   3.9 Ensuring that the visual quality of the street is enhanced when service elements (poles, lights, wires, transformers, signs switch gear etc.) are replaced or added.



Public art, such as the Chinese Railway Workers Memorial next to the Skydome, adds to our enjoyment of the City's open spaces. The 1991 Official Plan will be the first in Toronto's history to contain a comprehensive policy that encourages arts and cultural activities. *Photos: Peter Goodwin*

3.10 Ensuring that the populations of city neighbourhoods have the opportunity to comment on the quality of local streetscapes and proposals which could alter streetscapes.

3.11 Establishing an urban design review committee to advise City Council on major proposals which affect the quality of the visual environment. Such a committee could monitor the City's streetscape quality and report periodically on its findings.

4. **The City should identify and initiate major exemplary projects which would be a legacy of Cityplan '91. The City should also identify sites and initiate programs for International Design Competitions where major public development is programmed.**

5. **The City should ensure that public art is provided in significant new developments in locations which are accessible to the public. A study should be undertaken to identify proper funding mechanisms for public art and sites suitable for the placement or creation of works of art.**

6. **The City should take steps towards creating a coordinated system of parks and open spaces of varying sizes and types which would link into the open space systems of adjacent municipalities and incorporate major ravines, the Toronto Islands, the Belt Line and the emerging waterfront parks system.**

7. **The City should use its powers of review to ensure that new buildings respect public open spaces, and provide overlook and access to them. New buildings should also preserve and enhance open views of significant public destinations.**

8. **The City should require that usable public green spaces and a sense of openness be created in all future developments in the Central Area.**

9. **The City should ensure that all public and private open spaces are easily accessible by the handicapped, elderly and young.**

E. Economic Development, Industry and Employment

1. **The City should establish and maintain an economic development focus as an integral part of the City's planning functions.**
The Task Force has identified a number of general strategies to encourage commercial growth, some of which are already being pursued by the Planning and Development Department. These include:

1.1 Identifying the future role of different commercial functions and their space needs. In particular the City should provide an adequate supply of moderate and low-rent business space.

1.2 Encouraging new businesses, especially small businesses and new ecologically based businesses. Business incubators are one means to accomplishing this.

1.3 Encouraging new technological infrastructure such as teleports and high bandwidth cabling and promote building design which can accommodate new technologies in the field of electronic information transfers.

1.4 Encouraging the establishment and expansion of public educational institutions of advanced technology for the training and retraining of residents.

2. The City must clearly identify lands to be retained for industrial use in order to stabilize their use and encourage the creation of industrial employment.

3. The City should ensure that the Port Industrial District is retained and promoted as an industrial area by:

3.1 Encouraging the location in the Port Industrial District of industries that would specifically benefit from a waterfront location; recycling industries; and, industries that will develop and produce environmental protection equipment.

3.2 Encouraging industries that are most visible to the shoreline and park areas of the waterfront to be strategically sited, attractively designed and landscaped and environmentally 'friendly'.

4. The Task Force has suggested that the City ensure the right for employment for it's inhabitants as described in the introduction. This right implies that:

4.1 Levels of minimum wage, income supports and social assistance programs must let people meet the cost of living above the poverty line.

4.2 Employers should assume responsibility for job replacement and retraining of laid-off workers.

4.3 Persons with physical disabilities should have access to places of employment, and biases and discrimination in employment opportunities should be removed.

The Port Industrial Area should become a centre for marine-related and other non-polluting and high-tech industries, such as film and video production studios, and recycling industries.
Photo: Toronto Harbour Commissioners

F. Heritage Policies

A heritage approach to the City engenders a sense of continuity and rootedness in times of rapid change. It gives a unique sense of place to a city and assists in the development of civic pride among the citizenry. Preservation of the past provides the intangible benefits of increased awareness and identification as well as the tangible benefits that come with increased tourism.

The policies that follow represent several large steps in that direction.

1. The City should take measures to identify and evaluate Toronto's Built and Natural Heritage with a view to: assisting in the existing heritage review process; speeding up the development review process; avoiding arbitrariness and promoting greater certainty for the development industry; preserving 'what is important'; preserving buildings which are characteristic of a neighbourhood. The following actions are required to do this:

The 1991 Official Plan will reflect the need to preserve our landmark buildings, and encourage the thoughtful incorporation of this architectural heritage in new developments. *Photo: City of Toronto Planning and Development Department (Vince Pietropaolo)*

1.1 Developing a comprehensive inventory of existing buildings, streetscapes and landscapes for the entire City of Toronto, initially for those areas of the City most threatened. The inventory should describe the feature and what makes it worthy of retention; classify it according to relative importance.

1.2 Preparing and adopting a 'Heritage Features By-law' that protects each feature from degradation of its unique characteristics.

1.3 Requiring a formal review process for evaluating proposals affecting a heritage feature that would involve City Council, the appropriate committees of Council, the Toronto Historical Board, and the Urban Design Review Committee, relevant citizen groups and others having specific concerns with the features involved.

1.4 Ensuring every effort is made to preserve a heritage building on its existing site and to preserve intact buildings. Only if this is impossible should other alternatives be considered.

2. **The City should maintain and expand on the number of incentives available to encourage heritage preservation by:**

   2.1 Investigating a range of heritage incentives, including Federal Tax law mechanisms, while maintaining and refining the existing heritage bonus system.
   Funding mechanisms for the renovation and restoration of heritage buildings should be developed.

   2.2 Encouraging all government agencies to properly evaluate their heritage programs.

3. **The City should seek ways to maintain the context of heritage features by: preserving the green open space around heritage buildings; preserving heritage vistas; and, preserving early streets as pedestrian rights-of-way and/or commemorating them with street signs or plaques.**

4. **The City with the Toronto Historical Board should develop an education program to make people more aware of the City's heritage.**

G. Toward an Arts Policy

The Task Force has been working together over the past months with a group of working artists to develop arts policies for the 1991 Official Plan. A sizeable series of well-articulated proposals, which are contained in the overall Task Force Report, have come forward from the artists working group. A sample of these are cited below.

The Task Force has agreed that the best course of further action would be to commission the arts community to expand on the policies they have set out thus far, suggest means for their achievement and elaborate on the issues which lie beyond the scope of the Official Plan. Such work would eventually provide the basis for a comprehensive Arts policy for the City.

1. **The City should recognize the rarity, beauty, delicacy and social importance of genuine art.**

2. **The City should honour its artists.**

3. **Subject to the necessary noise and other by-laws, the City should initiate changes to give permission for artists to reside and work in the same premises in certain industrial and all residential areas, and to work in garages, sheds and coach houses in residential neighbourhoods.**

4. **The City should ensure that density bonusing and zoning adjustments that are not in the best interests of the City, are not exchanged for perceived benefit towards artists and their works.**

5. **Given that any great city requires a concentration of artists near its centre, steps should be taken to curb the present dispersion of our artists to other territories where they can now better afford to live and work.**

6. **The City should work towards achieving a significantly higher level of financial support for artists and their work.**

7. **Steps should be taken to address the City's urgent need for substantial numbers of new or improved arts facilities, especially where the work of emerging artists and small to mid-sized organizations is concerned.**

8. **No development which will result in a net reduction in size, number, quality, or utility of arts facilities should be permitted.**

9. **The City should seek to preserve the character of areas wherein the use and vitality has been substantially established by artists.**

10. **Steps should be taken to markedly increase the access of the public to artists and the public. A special effort will be required to ensure equality of such access to all citizens.**

The Official Plan will address the special needs and concerns of artists and performers, including high rents and lack of affordable downtown work space. Pictured, local artist Yvonne Singer working on her Toronto Sculpture Garden installation, "Back to Back".

H. Community Services and Facilities

The Task Force has adopted as a guiding principle that all persons living in Toronto have a right to equal access to high quality public and community services and facilities. Some of the implications of this principle are as follows:

1. **The City should ensure that community services and facilities are established in an equitable distribution across the City. These services should be accessible to all, including peoples with disabilities, and provided in languages which reflect the cultural diversity of the City.**

2. **The City should ensure that users of services and facilities are involved in planning, delivery, management and the evaluation of services (eg. community centres and recreation facilities, libraries, schools, child-care centres, home supports for seniors, etc.)**

A demographic profile of disabled City and Metro residents is assisting planners in their efforts to make Toronto's parks, buildings and services accessible for people with disabilities, seniors, and young children.
Photo: City of Toronto Archives (Peter Goodwin)

I. A Safe City

A safe city is a city where all people can safely use public spaces, day or night, where everyone has a safe home and, failing that, where there is a haven from which no one will be turned away. Spaces that we fear are spaces that we abandon. The City of Toronto's Safe City Committee has come forward to combat violence and discrimination through a program of education, design and the funding and provision of essential sanctuary and shelter. Some of the policies that could be included in an Official Plan are as follows:

1. **The City should ensure that buildings and spaces are designed with public safety in mind by:**

   1.1 Considering public safety and the availability of emergency assistance in the design and development of buildings, transit facilities, streets and sidewalks, streetlighting, parks and public and private open spaces.

   1.2 Creating guidelines for safe public space and training City staff to look at proposals from that perspective, as part of the Development Review process.

2. **The City should use its powers of regulation and persuasion to provide shelter from violence by:**

   2.1 Establishing housing options in different parts of the City to provide shelter from family violence. This should include emergency shelter and second-stage housing options for women with children, women without children, seniors and youths, so that they can stay in a familiar part of the City while escaping violence. The shelter options should be planned and located with proximity to services, transportation access and physical accessibility in mind.

J. Community Empowerment

The Task Force believes a healthier urban environment will emerge if the residents have the right to participate in the decision-making processes of local government, at all levels of policy and decision making, on the issues that affect their housing, community and workplace. The Task Force recommends that the existing avenues for public participation be reviewed and the practices of the civic-staff and decision-making bodies be changed to provide for more community input and representation.

We Welcome Your Comments on This Report

Thank you for your interest and perseverance in reviewing our Cityplan '91 Task Force Report. If you have any comments or thoughts on any aspect of this document we would welcome a submission from you. We would consider all submissions before sending our Final Task Force Report on to City Council. Please forward any comments you might have to:

City Clerk
Special Committees
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